

Message Text

UNCLASSIFIED

PAGE 01 GENEVA 00329 01 OF 02 212014Z
ACTION SNM-02

INFO OCT-01 ISO-00 IO-13 AF-08 ARA-10 EA-09 EUR-12 NEA-10
USIA-15 AID-05 NSC-05 OMB-01 TRSE-00 DODE-00 JUSE-00
AGRE-00 CIAE-00 /091 W
-----212020Z 001365 /44

R 191430Z JAN 77
FM USMISSION GENEVA
TO SECSTATE WASHDC 4609

UNCLAS SECTION 1 OF 2 GENEVA 0329

FOR AMBASSADOR VANCE (S/NM)

E.O. 11652: N/A
TAGS: SNAR, UN
SUBJECT: LETTER TO AMBASSADOR VANCE FROM INCB SECRETARY DITTERT

1. FOLLOWING IS TEXT OF LETTER GIVEN TO US BY INCB SECRETARY
DITTERT WITH REQUEST IT BE TRANSMITTED TO AMBASSADOR VANCE ASAP.
SIGNED ORIGINAL BEING HANDCARRIED BY CHARLES ANGEVINE (EB/ORF/FTD)
WHO EXPECTS RETURN TO WASHINGTON THE END OF THIS WEEK.

2. TEXT IS AS FOLLOWS. QUOTE:

17 JANUARY 1977

DEAR AMBASSADOR VANCE,

DURING MY RECENT VISIT TO WASHINGTON YOU WERE KIND ENOUGH TO
INVITE ME TO ADDRESS THE MEETING HELD ON 20 DECEMBER 1976 OF
THE WORKING GROUP OF THE CABINET COMMITTEE ON INTERNATIONAL
NARCOTICS CONTROL. I TOOK THIS OCCASION TO MAKE SOME COMMENTS
CONCERNING THE DRUG ENFORCEMENT ADMINISTRATION'S PROPOSAL TO
AUTHORIZE DOMESTIC CULTIVATION OF PAPAVER BRACTEATUM AND THE
EXTRACTION OF THEBAINE FROM THIS POPPY. THE TEXT OF THIS
PROPOSAL HAD PREVIOUS BEEN TRANSMITTED TO ME BY THE UNITED
UNCLASSIFIED

UNCLASSIFIED

PAGE 02 GENEVA 00329 01 OF 02 212014Z

STATES MISSION IN GENEVA PURSUANT TO A LETTER ADDRESSED TO YOU
BY DONALD E. MILLER, GENERAL COUNSEL, DRUG ENFORCEMENT ADMINIS-
TRATION. IN RESPONSE TO MR. BENSINGER'S ORAL INVITATION ON
20 DECEMBER, I WOULD LIKE NOW TO COFIRM THE COMMENTS I EXPRESSED.

IN BRIEF, I BELIEVE THAT A DECISION BY THE UNITED STATES TO
REVERSE ITS LONG-STANDING POLICY OF RELYING ON THE IMPORTATION OF

NARCOTIC RAW MATERIALS AND INSTEAD TO AUTHORIZE CULTIVATION IN THE UNITED STATES OF SUCH MATERIALS WOULD HAVE SERIOUS ADVERSE IMPLICATIONS FOR INTERNATIONAL NARCOTICS CONTROL.

A CORNERSTONE IN CONTROL OF OPIATES IS THE MAINTENANCE OF A CAREFUL WORLDWIDE BALANCE BETWEEN SUPPLY OF AND REQUIREMENTS FOR NARCOTIC RAW MATERIALS NEEDED FOR MEDICAL AND SCIENTIFIC PURPOSES. INDEED, BECAUSE OF THE IMPACT OF OVER-SUPPLY ON ILLICIT USE OF NARCOTICS THE SINGLE CONVENTION SPECIFICALLY ENJOINS THE INTERNATIONAL NARCOTICS CONTROL BOARD TO ENDEAVOUR TO LIMIT PRODUCTION EXCLUSIVELY TO WHAT IS REQUIRED FOR MEDICAL AND SCIENTIFIC PURPOSES. THE UNITED STATES HAS BEEN THE PRIMARY INITIATOR IN THE ESTABLISHMENT AND MAINTENANCE OF THIS PRINCIPLE OF CONTROL AND IN THE CREATION OF INTERNATIONAL MACHINERY TO TRANSLATE IT INTO PRACTICE. AS THE THREAT OF DRUG ABUSE SPREADS, OR IS RECOGNIZED, THE WORLD AS A WHOLE ACKNOWLEDGES INCREASINGLY THAT IN ITS INITIATIVES IN THIS MATTER, THE UNITED STATES HAS ACTED OBJECTIVELY IN THE INTEREST OF THE COMMON INTERNATIONAL GOOD.

REGARDING SUPPLIES FOR MEDICAL AND SCIENTIFIC PURPOSES A CONCERN WHICH AROSE DURING THE LAST FEW YEARS ABOUT THE AVAILABILITY OF RAW MATERIALS PROVED UNFOUNDED AS BUFFER STOCKS PLAYED THEIR INTENDED ROLE. IN 1976 THE DANGER OF OVER-SUPPLY WAS ALREADY EVIDENT AND IS NOW FULLY CONFIRMED BY ALL CONCERNED. THE PROPOSED PRODUCTION IN THE UNITED STATES WOULD FURTHER EXACERBATE THE SITUATION. INDEED, THE FACT OF CURRENT OVER-SUPPLY IS SHOWN BY THE INABILITY OF THE GOVERNMENT OF TURKEY TO SELL A MAJOR PART OF ITS 1976 POPPY-STRAW HARVEST.

UNCLASSIFIED

UNCLASSIFIED

PAGE 03 GENEVA 00329 01 OF 02 212014Z

IF THE UNITED STATES GOVERNMENT SHOULD DECIDE TO GO AHEAD WITH THE PROPOSAL FOR DOMESTIC RAW MATERIALS PRODUCTION, THE OVER-SUPPLY SITUATION WOULD BECOME EVEN MORE SERIOUS. PRICES OF RAW MATERIALS COULD BE EXPECTED TO FALL BUT THIS IN ITSELF WOULD NOT BE AN UNRELIEVED BENEFIT: WE ARE NOT DEALING WITH AN ORDINARY COMMODITY. IF THE PRICE SHOULD FALL TOO LOW, TRADITIONAL PRODUCERS, SUCH AS INDIA AND TURKEY, MIGHT WELL BE UNABLE TO MAINTAIN THEIR PRESENT HIGH LEVEL OF EXPENDITURES FOR CONTROLS. THE HAZARDS OF ENSUING LEAKAGE TO THE ILLICIT TRAFFIC AND OF AN INCREASE IN ILLEGAL DEMAND ARE OBVIOUS. THE UNITED STATES, IF IT SHOULD ITSELF BECOME A PRODUCER, MIGHT BE CONSIDERED AS AN INTERESTED COMMERCIAL PARTY, AND WOULD HAVE ADVERSELY PREJUDICED ITS ABILITY TO INFLUENCE THE SITUATION. THUS, EVEN IF UNITED STATES DOMESTIC PRODUCTION COULD PROVIDE SOME NATIONAL ADVANTAGES, THESE IN MY VIEW WOULD ALSO BE GREATLY OUTWEIGHED BY ADDITIONAL EXPENDITURES ESSENTIAL TO CURB THE ILLICIT TRAFFIC AND ABUSE WHICH WOULD INEVITABLY INCREASE.

MOST IMPORTANTLY, I BELIEVE STRONGLY THAT THE ABILITY OF THE

UNITED STATES TO PERSUADE COUNTRIES WHICH ARE STILL STRUGGLING, OFTEN WITH LIMITED RESOURCES, TO REDUCE AND EVENTUALLY TO END ILLICIT OR UNCONTROLLED PRODUCTION WILL BE SEVERELY UNDERMINED. THE GOVERNMENTS CONCERNED FIND THIS EFFORT COSTLY AND OFTEN POLITICALLY UNPOPULAR WITH THEIR PEOPLE. EVEN BEFORE THE COMING INTO FORCE OF THE 1972 PROTOCOL THE BOARD HAD CONSISTENTLY SOUGHT TO DISSUADE THESE COUNTRIES FROM PROCEEDING TO LEGALIZE ILLICIT OR UNCONTROLLED PRODUCTION, OR FROM STARTING LICIT PRODUCTION. THIS WAS DONE BECAUSE THOSE COUNTRIES COULD NOT EXERCISE SUFFICIENT CONTROL TO PREVENT LEAKAGES TO THE ILLICIT TRAFFIC. THE EFFORT TO CONVINCE THEM CONTINUES. WITHIN THE LAST SIX MONTHS THE GOVERNMENTS OF SEVERAL SUCH STATES ARE KNOWN TO HAVE AGAIN CONSIDERED ADOPTING A POLICY OF LEGALIZING ILLICIT PRODUCTION OF OPIUM OR STARTING LEGAL POPPY STRAW PRODUCTION. THE CLOSE MORAL SUPPORT OF THE UNITED STATES HAS ALWAYS BEEN A DECISIVE FACTOR IN ENABLING THE BOARD TO EXERCISE ITS FUNCTIONS IN THIS RESPECT. THIS SUPPORT IN TURN HAS RESTED ON WORLDWIDE RECOGNITION OF THE UNITED STATES' OWN

UNCLASSIFIED

UNCLASSIFIED

PAGE 04 GENEVA 00329 01 OF 02 212014Z

OBJECTIVES AND ECONOMICALLY DISINTERESTED ROLE. FROM THE STANDPOINT OF BOTH LEGAL AND ILLEGAL PRODUCING COUNTRIES - AND ILLOGICAL AS THIS MAY SEEM - I KNOW THAT FOR THE UNITED STATES ITSELF TO JOIN THE PRODUCER RANKS WOULD UNDERCUT THIS RECOGNISED OBJECTIVITY AND WEAKEN THE UNITED STATES GOVERNMENT'S EFFECTIVENESS IN SUPPORTING THE BOARD'S EFFORTS AND THOSE OF THE WORLD COMMUNITY.

UNCLASSIFIED

NNN

UNCLASSIFIED

PAGE 01 GENEVA 00329 02 OF 02 212013Z
ACTION SNM-02

INFO OCT-01 IO-13 ISO-00 AF-08 ARA-10 EA-09 EUR-12 NEA-10
USIA-15 AID-05 NSC-05 OMB-01 TRSE-00 DODE-00 JUSE-00
AGRE-00 CIAE-00 /091 W

-----212022Z 001358 /40/54

R 191430Z JAN 77

FM USMISSION GENEVA
TO SECSTATE WASHDC 4610

UNCLAS SECTION 2 OF 2 GENEVA 0329

FOR AMBASSADOR VANCE (S/NM)

I AM CONVINCED THAT THE PROPOSAL NOW UNDER CONSIDERATION WILL BE MISUNDERSTOOD, NOT ONLY BY THOSE COUNTRIES WHICH TRADITIONALLY LEGALLY PRODUCE NARCOTICS RAW MATERIALS UNDER ADEQUATE CONTROL FOR WORLD MEDICAL REQUIREMENTS, BUT ALSO BY THOSE NATIONS WHICH HAVE BEEN PERSUADED TO AVOID ENTERING THE FIELD BECAUSE OF THEIR INABILITY TO CONTROL PRODUCTION AND WHICH ARE RESPONDING TO THE INTERNATIONAL COMMUNITY'S REQUEST THAT THEY TRY THEIR BEST TO ELIMINATE SUCH PRODUCTION. AFGHANISTAN, BURMA, LAOS, MEXICO, PAKISTAN AND THAILAND, AMONGST OTHERS, ARE EXPENDING LIVES, MONEY AND SCARCE RESOURCES IN THE CONVICTION THAT THEY ARE SUPPORTING A GENUINE AND NECESSARY INTERNATIONAL HUMANITARIAN EFFORT. THE PROPOSAL WHICH I AM NOW ADDRESSING WOULD, AND FOR A MERE TEN TONS OF CODEINE, ADVERSELY AFFECT THIS CONTROL. THE BOARD'S ABILITY TO SUSTAIN AND INCREASE THESE COUNTRIES' CO-OPERATION WILL BE GREATLY REDUCED. MOREOVER, THE BOARD'S ABILITY TO DISSUADE THEM AND OTHERS FROM GOING INTO LICIT PRODUCTION WILL BE HANDICAPPED.

TURNING TO THE SUBSTANCES CONCERNED: PAPAVER SOMNIFERUM AND OPIUM ARE UNDER TREATY CONTROL; THEBAINE IS ALSO UNDER TREATY CONTROL; PAPAVER BRACTEATUM ITSELF IS NOT. THE UNITED STATES HAS LED THE WORLD IN CREATING AND DEVELOPING THE INTERNATIONAL NARCOTICS CONTROL REGIME, ITS RECORD OF LEADERSHIP

UNCLASSIFIED

PAGE 02 GENEVA 00329 02 OF 02 212013Z

ORIGINATING EARLY IN THIS CENTURY. THE ROLE THE UNITED STATES HAS PLAYED IS RECOGNIZED ALL OVER THE WORLD. THE PROPOSAL NOW SEEKS TO AUTHORIZE THE CULTIVATION OF A POPPY NOT UNDER TREATY CONTROL. THIS SEEMS TO ME TO BE IN CONFLICT WITH THE DRUG CONTROL TRADITION OF THE UNITED STATES AND WOULD SET A REGRETTABLE PRECEDENT.

IT IS NOT WITHIN THE BOARD'S COMPETENCE TO EXAMINE THE CALCULATIONS OF COST CONTAINED IN THE PROPOSAL NOW UNDER CONSIDERATION. HOWEVER, I WOULD LIKE TO NOTE THAT FOR MANY YEARS THE PRICE OF RAW MATERIALS HAS BEEN LOW COMPARED TO THAT OF THE FINISHED PRODUCTS. THE GOVERNMENT OF INDIA, THE MAIN LEGAL EXPORTER OF RAW MATERIALS, DID NOT TAKE ADVANTAGE OF PERIODS OF RESTRICTED SUPPLY TO UNDULY INCREASE ITS PRICE. THE SUMS PAID LAST YEAR FOR THE PURCHASE OF SEIZED OPIUM ELSEWHERE SHOW THE EXTENT OF INDIA'S RESTRAINT. THE RESULT IS THAT THE RETAIL PRICE OF CODEINE-BASED PRODUCTS IS IN MY VIEW STILL REASONABLE WHEN COMPARED TO THAT OF OTHER MEDICINES.

IN SUMMARY, ON THE BASIS OF ESTABLISHED BOARD POLICY, FROM WHICH MY COMMENTS STEM, THE PROPOSAL FOR DOMESTIC CULTIVATION OF PAPAVER BRACTEATUM IN THE UNITED STATES CAUSES ME DISMAY AND CONCERN. THE PRESENT MECHANISM FOR INTERNATIONAL DRUG CONTROL HAS BEEN CAREFULLY BUILT UP OVER MANY YEARS. THE CONTROL IS NOT PERFECT, BUT AT LEAST PROBLEM AREAS ARE LIMITED. THE UNITED STATES

ENJOYS A TOWERING MORAL INFLUENCE, UNALLOYED BY ECONOMIC CONSIDERATIONS. THE PRESENT PROPOSAL, IF ACCEPTED, WOULD IN MY VIEW ERODE THAT INFLUENCE. THE EQUATION OF LICIT SUPPLY AND DEMAND WOULD BE THROWN OUT OF BALANCE. THE RESULT WOULD BE INCREASED AVAILABILITY OF ILLICIT OPIATES WITH A CORRESPONDING GROWTH OF ILLEGAL TRAFFIC AND DEMAND BY WHICH THE UNITED STATES ITSELF COULD NOT FAIL TO BE AFFECTED.

IN VIEW OF THE IMPORTANCE OF THIS QUESTION TO THE WORLD NARCOTICS CONTROL COMMUNITY I AM AT YOUR ENTIRE DISPOSAL IF THERE ARE ANY FURTHER DETAILS WHICH ARE REQUIRED.
UNCLASSIFIED

UNCLASSIFIED

PAGE 03 GENEVA 00329 02 OF 02 212013Z

I AM ALSO WILLING, IF NECESSARY, TO OFFER ADDITIONAL ORAL COMMENTS. UNQUOTE. CATTO

UNCLASSIFIED

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: TEXT, DRUG CONTROL, DIPLOMATIC COMMUNICATIONS
Control Number: n/a
Copy: SINGLE
Sent Date: 19-Jan-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: n/a
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment:
Disposition Date: 01-Jan-1960 12:00:00 am
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977GENEVA00329
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: N/A
Expiration:
Film Number: D770037-0164, D770020-0190
Format: TEL
From: GENEVA
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t19770138/aaaabhbz.tel
Line Count: 244
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 4df1a2d4-c288-dd11-92da-001cc4696bcc
Office: ACTION SNM
Original Classification: UNCLASSIFIED
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: n/a
Previous Handling Restrictions: n/a
Reference: n/a
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 28-Sep-2004 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3561958
Secure: OPEN
Status: NATIVE
Subject: LETTER TO AMBASSADOR VANCE FROM INCB SECRETARY DITTERT
TAGS: SNAR, SZ, US, UN, (VANCE, CYRUS R), (DITTERT), (VANCE, CYRUS)
To: STATE
Type: TE
vdkgvwkey: odbc://SAS/SAS.dbo.SAS_Docs/4df1a2d4-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009